

County of Los Angeles CHIEF ADMINISTRATIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012 (213) 974-1101 http://cao.co.la.ca.us

January 5, 2005

Board of Supervisors GLORIA MOLINA First District

YVONNE B. BURKE Second District

ZEV YAROSLAVSKY Third District

DON KNABE Fourth District

MICHAEL D. ANTONOVICH Fifth District

To:

Supervisor Gloria Molina, Chair

Supervisor Yvonne B. Burke Supervisor Zev Yaroslavsky

Supervisor Don Knabe

Supervisor Michael D. Antonovich

From:

David E. Jansseny

Chief Administrative Offic

Dave Lambertson, Director Muk Junya Internal Services Department

Dennis A. Tafoya, Director

Office of Affirmative A Office of Affirmative Action Compliance

J. Tyler McCauley

Auditor-Controller

Donald L. Wolfe, Interim Director

Department of Public Works

Subject: ENHANCED MONITORING OF LIVING WAGE CONTRACTS

On November 9, 2004, in conjunction with approving a recommendation to terminate contracts with a custodial maintenance contractor due to labor violations, your Board instructed the Internal Services Department (ISD) to evaluate and develop a better process for monitoring contracts to ensure compliance with the Living Wage Ordinance (LWO).

The full Living Wage Implementation team consisting of the Chief Administrative Office (CAO), Office of Affirmative Action Compliance (OAAC), Auditor-Controller (A-C), County Counsel, Internal Services Department (ISD) and Department of Public Works (DPW) was convened to identify the significant issues attributable to non-compliance among departments and develop strategies to enhance LWO monitoring.

The OAAC's records indicate that 21 departments have approximately 375 contracts subject to the LWO. LWO contracts include services for janitorial, clerical, landscaping, There are approximately 47 food services, security, and professional categories. janitorial/custodial contracts spread among 11 County departments.

It is important for County staff to effectively monitor contractors' compliance with the Living Wage Program, and it is necessary to enhance the County's Living Wage Program monitoring process and procedures. As further outlined below, we believe enhancements to the County's Living Wage Program are necessary in the following areas:

- Standardization of monitoring forms and procedures;
- Strengthening of contract language;
- Training:
- Field interviews:
- Living Wage Ordinance Compliance Review;
- Change in solicitation requirements; and
- Specialty crews and less than full-time work.

Findings and Recommendations

The following describes the major areas of focus that will be undertaken to enhance the monitoring of contractors' compliance with the provisions of the Living Wage Ordinance. An action plan delineating the specific strategies and tasks has been developed (Attachment I).

Standardization of Monitoring Forms and Procedures

Departments were provided with some standard monitoring forms and procedures during the initial LWO training. However, some departments are independently developing their own Living Wage Program monitoring processes and tools. This may contribute to inconsistent monitoring processes and increased difficulty in training County monitoring staff (i.e., due to multiple approaches), and may cause uncertainty among the County contractors. To address this issue, enforcement of departmental use of the standardized monitoring forms, checklists, procedures, and guidelines governing the frequency of payroll audits should be initiated. The proposed standardization approach has previously been successfully implemented with developing solicitation and contract documents.

ISD has developed several audit forms, checklists, and procedures that have been effective in monitoring Living Wage contracts (Attachment II, A-D) ISD will consult with the Living Wage Implementation Team and other County departments for feedback on any changes to these tools. Subsequently, countywide standards related to the documentation and frequency of Living Wage Program compliance reviews will be issued by OAAC and all departments will be advised to comply with these standards.

Strengthening of Contract Language

There are several areas where the County's standard contract language could potentially be strengthened to better ensure contractor compliance with Living Wage requirements and objectives. Therefore, the Living Wage Implementation Team will work with County Counsel on the feasibility of:

- Developing more precise contract language related to the type of time records contractors are required to retain. Specifically, all time records should include exact recordings of each employee's start, break, lunch, and end times. In the past, some contractors have maintained less detailed records.
- Establishing contract language that clearly provides that in certain circumstances and for the specified purpose of enabling the County to enforce Living Wage requirements, the County shall have access to payroll records other than those directly related to the buildings and services under contract. This may be necessary in those cases where a contract employee works on County and non-County buildings. All of an employee's time with a contractor, even time spent on non-County buildings, may need to be reviewed in order to ensure compliance with the LWO.
- Developing contract language that details the pay requirements for travel time between two County facilities for all contract employees that are associated with a County contract.

Training

ISD and OAAC jointly conducted LWO training during the initial implementation of the Living Wage Program in October 1999. The training was mandatory for all departments and included distribution of the LWO Training Manual. Approximately 300 persons participated in the training. The manual included a section on contract monitoring.

In addition, OAAC periodically provides two separate LWO training sessions on contract development and compliance monitoring procedures. Approximately 175 persons are trained annually through this program. However, due to departmental staff turnover and changes that will be implemented through this effort, additional mandatory training is recommended that will be conducted by OAAC and A-C.

The enhanced training should address:

- New standardized LWO procedures;
- Standard countywide monitoring process;

- Departmental monitoring responsibilities;
- New forms and checklists:
- Appropriate LWO exemption documentation;
- Evaluation requirements, including review of staffing plans;
- Labor law/payroll issues;
- Assessing liquidated damages; and
- OAAC monitoring and enforcement.

Field Interviews

As part of the monitoring process, all departments must annually interview contractor employees to confirm that they are being paid in accordance with Living Wage requirements and have received the Living Wage Program handout. In addition, posters describing the program are required to be posted at County buildings where the contract employees work.

While the interviews are valuable, the Living Wage Implementation Team believes that, even though the County's requirements are clear, some contract employees may not be comfortable in reporting Living Wage violations to County contract monitors. To facilitate and provide an alternative for contract employees reporting LWO violations, each department will be instructed to reissue the Living Wage Program handout that contains the Living Wage hotline number to all their Living Wage contractors.

Living Wage Ordinance Compliance Review

Departments are responsible for following Living Wage Program monitoring and reporting requirements. In addition, department heads are required to annually certify adherence with:

- Data entry requirement on information contained in the County Contract Database to the A-C; and
- Living Wage Program requirements during their performance review by the CAO.

The Living Wage Implementation Team believes that this area needs to be strengthened to expand departmental adherence and will perform the following actions:

 The OAAC will increase the frequency of LWO compliance reviews of departments. In addition, the OAAC will enhance the processes it utilizes to verify departmental payroll record audit responsibilities.

> The A-C will also conduct as-needed reviews of LWO compliance of contractors with egregious and/or patterns of continuing violations.

Change in Solicitation Requirements

Currently, in the solicitation process, contractors must promise that they will comply with the LWO if they are awarded a contract. However, there is not a requirement to demonstrate how proposers will comply before they are awarded a contract.

Living Wage related solicitations should have a rating category that addresses the adequacy of the firm's proposed labor/payroll record keeping system. ISD included this new requirement in its most recent solicitation for custodial services. Therefore, the Living Wage Implementation Team will work with County Counsel on the feasibility of requiring all County departments to request the firm to submit their written labor/payroll record keeping procedures during the solicitation process and describe their payroll controls. County staff could assign rating points to proposals based on the relative strength of their controls. This approach would better ensure that we are selecting contractors who have both the will and the ability to comply with LWO requirements.

Specialty Crews and Less than Full-time Work

In a recent A-C review of a contractor's compliance with the LWO, an issue arose related to a contractor's use of specialty crews. Typically, these individuals are not assigned to a building on a daily basis and only work "as-needed." For example, a floor waxer may work at a County building for five hours once a month.

The problem is that, while the County can easily verify compliance with the Living Wage Ordinance related to the limited time spent at a County building, it is difficult to determine compliance with payroll practices without examining all the hours the employee worked for the contractor. The Living Wage Implementation Team will address development of new monitoring procedures in this area.

Action Plan

Attachment I is the LWO Contract Monitoring Enhancements Action Plan that outlines the specific strategies to be employed and the responsible lead departments. We will proceed with implementation of this action plan and provide a progress report back to your Board on our progress within 90 days, and thereafter as appropriate.

If you have any questions, please let us know, or your staff can contact Vincent Amerson of the CAO at (213) 974-1168, Robert Valdez of OAAC at (626) 943-5615, or Daniel Medrano of ISD at (323) 267-2233.

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Attachments (2)

c: All Department Heads Executive Director, Office of Small Business



Strategy #1 - Standardization of Forms and Procedures

Ensure all applicable departments implement uniform LWO Compliance review procedures, including use of standardized forms.

Task	Description	Completion Target Date	Assigned Departments	Disposition
-	Convene LWO Implementation Team to review existing LWO audit forms, checklists, and procedures from various departments and modify such documents as necessary.	01/12/05	Lead: OAAC & CAO Support: A-C, DPW, ISD, CC	
Ø	Provide template letter to departments instructing them to distribute, under their letterhead, to all LWO contractors advising them of their compliance responsibilities with all labor laws, including proper payroll records documentation.	01/31/05	Lead: OAAC Support: ISD and all departments	
E	Issue a letter from OAAC containing new, standardized LWO forms, checklists, and procedures to applicable departments announcing the implementation of such documents.	02/28/05	Lead: OAAC Support: A-C, ISD, CAO	
4	Departments must issue letter to all LWO contractors regarding compliance with all labor laws, including proper payroll records documentation.	02/28/05	Lead: Departments Support: OAAC, A-C, CC, CAO, ISD, DPW	



Strategy #2 - Strengthening of Contract Language and Change in Solicitation Requirements

Recommend solicitation and contract language changes that will hold contractors more accountable for LWO compliance.

Task	Description	Completion Target Date	Assigned Departments Disposition	tion
τ.	Convene LWO Implementation Team to review current solicitation and contract	1/12/05	Lead: OAAC & CAO	
			Support: ISD, DPW, CC, A-C	
	Identify and explore feasibility of	3/31/05	Lead: ISD & CC	
N			Support: OAAC, A-C, DPW, CAO	
	Obtain County Counsel approval of	4/29/05	Lead: ISD	
ო	new solicitation and contract language to departments.		Support: CC & CAO	



Strategy #3 - Training

Establish a mandatory enhanced LWO training program to ensure departmental monitoring staff understands the importance of LWO monitoring and additional auditing requirements.

Disposition				
Assigned Departments	Lead: OAAC & A-C	Support: CC, ISD, DPW	Lead: OAAC	Support: A-C & CC
Completion Target Date	training 02/28/05 I LWO . dresses		training 03/01/05 – 1 LWO 06/30/05	
Description	andatory enhanced licable departmenta nitoring staff that add	of labor law.	Conduct mandatory enhanced training for all applicable departmental LWO	contract monitoring staff.
Task	-		~	



Strategy #4 - Field Interviews

Ensure that departments are conducting annual interviews of LWO contractor employees and provide such employees an opportunity to report LWO violations.

Assigned Departments Disposition	Lead: OAAC	Lead: OAAC Support: ISD	Lead: OAAC
Ass	Lead	Lead: Supp	Lead
Completion Target Date	01/31/05	01/31/05	On-going
Description	Request verification from departments that they conduct annual interviews of LWO contractor employees and reports of LWO violations.	Instruct all departments to reissue the Living Wage Program employee handout to all LWO contractors for distribution to their employees.	Conduct follow-up interviews of contractor employees to assess the effectiveness of the LWO hotline and the LWO information handouts.
Task	-	8	ო



Strategy #5 - Living Wage Ordinance Compliance Review

Conduct a LWO Compliance review of all applicable departments with special emphasis on verifying payroll record auditing responsibilities and County Contract Database reporting.

artments Disposition						
Assigned Departments	<u>Lead</u> : OAAC	Lead: OAAC	Lead: OAAC	Lead: OAAC	Lead: OAAC	Lead: OAAC & ISD
Completion Target Date	01/24/05	02/01/05 – 05/31/05	02/01/05 – 05/31/05	02/01/05 – 05/31/05	02/01/05	02/28/05
Description	Issue a memo from OAAC to applicable departments announcing the compliance review.	Conduct a LWO compliance review of all applicable departments, with special emphasis on verifying their payroll record auditing responsibilities.	Identify problem departments and detail monitoring deficiencies; develop specific correction action plans and recommend appropriate training.	Develop a post compliance review assessment and report the findings to the applicable department heads.	Establish a tool to verify management's compliance with LWO monitoring responsibilities.	Report County Contract Database non-compliance to departments.
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Strategy #5 - Living Wage Ordinance Compliance Review

Conduct a LWO Compliance review of all applicable departments with special emphasis on verifying payroll record auditing responsibilities and County Contract Database reporting.

Task	Description After implementation of "Pre-job"	Completion Target Date	Assigned Departments Lead: OAAC	
7	conference, verify department has entered contract information into Contract Database.		Support: ISD	
80	Study the feasibility of establishing interoperability between the OAAC's LWO database and the County Contract	4/15/05	Lead: OAAC & ISD	
	Database,		Support: CIO	
σ	Conduct an audit of LWO Contractors with egregious and/or patterns of	As-needed	Lead: A-C	
)	continuing violations.		Support: OAAC & impacted department	



Strategy #6 - Specialty Crews and Less Than Full-Time Workers

Strengthen LWO monitoring requirements and procedures to ensure LWO contractor compliance with payroll practices for specialty crews and less than full-time workers.

ts		SD,		AO,
Assigned Departments	Lead: CAO & CC	Support: A-C, OAAC, ISD, DPW	Lead: OAAC & A-C	Support: ISD, DPW, CAO, CC
Completion Target Bate	02/28/05		02/28/05	
Description	Explore feasibility of obtaining all necessary payroll records and	supporting documentation for both County and non-County work performed by LWO contractor employees.	Develop new monitoring procedures to strengthen LWO contractor compliance	with payroll practices.
Task		-	(N

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PURCHASING AND CONTRACT SERVICES

PART 1

CONFIDENTIAL

Contract Compliance Section

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Cont	ractor	Contract No.	Term					
Addr	929	Date and Time of	On-Site Audit					
Addi								
Cont	act Person, Telephone & Fax Numbers	COI Contract Program	NTRACT COMPLIANCE	SECTION (CCS) Telephone Number				
		Contract Program	it mormor(s)	relephone Number				
		<u> </u>	and the second second					
CO	NTRACTOR INTERVIEW:							
1.	Business Information—Contractor's Res	onse	Tial					
a.	Name of person(s) Interviewed:		Title:					
b.	Name of Owner, President, or CEO:	Title:		Phone No.				
D.	manio of owner, i rockering or ozor							
C.	Type of Business: Sole Proprietorship	☐ Partnershi	p Corporation	Other				
d.	Type of Payroll System Used by Contract	or:						
	☐ Computerized: ☐ Internally developed		□ Purchased	payroll software				
	□ Contracted out:	·	☐ Manual s	ystem				
	□ Other:							
·	Description of Delly Timekeeping System	<u> </u>						
e.	Description of Daily Timekeeping System Time cards filled out by each contract		pproved by Super	vicor/Manager				
	 □ Time cards filled out by each contract worker and approved by Supervisor/Manager □ Time cards filled out by Supervisor/Manager and signed by contract worker 							
	☐ Time clock in/out system							
	☐ Time card not signed by contract wo	rker						
	 No time keeping system in place 	·						
f.	Payroll Reporting Period is as follows:							
		i-monthly 🗆		Monthly				
g.	Pay Days (i.e. Every Friday, 1 st & 15 th): Administrative Compliance Survey – Con		Work Week S	STATVENO: YES NO SUNK				
a.	Do you have a sub-contractor(s) performing							
a.	under this contract? IF YES, COMPLETE			·				
	(1) Was the sub-contract reviewed and app							
-	(2) List the names and requested information	on on Subcontr	actor ID Form					
b.	Do you have any workers reporting wages or	n a 1099 form?						
	Has the Federal or State auditor conducted a	an audit an you	r compony within	tho				
C.	time frame of this contract? If yes, was the							
	unio nano orano orano. Il yes, was the	Journy House						
My	signature indicates that my responses to the in	iterview questio	ons as noted abov	e are true and correct.				
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4.2	State Labor Code Violations							
	Section 1174 (d) State Labor	Code		-				ļ
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4.8	County Auditing of Contractor			1	· · · · · · · · · · · · · · · · · ·			<u> </u>
4.9	Use of Full-time Employees							
4.10	Payment of Living Wage Rate							
4.11	Contractor' Submittal of Certi	fied Monitoring						
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a.	Corrective Action Form					
b.	Request for Meeting					
FOE	LOW-UP AUDIT:					
2.	Mailed out Follow Up Letter w/:					
a.	Corrective Action Form					
b.	Request for Meeting			·		
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PREPARED BY:	REVIEWED AND APPROVED:
Contract Program Monitor	Linda M. Nolan, Section Manager Contract Compliance Section
Date	 Date

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Purchasing and Contract Services CONTRACT COMPLIANCE SECTION CONTRACT COMPLIANCE SITE AUDIT – REQUEST FOR CORRECTIVE ACTION

Contractor	Lead Contract Program Monitor / Telephone	Date(s) and Time(s) of Audit
Address	Contract Program Monitor / Telephone	Additional Information:
Contact Person(s)	Other / Telephone	Signature/Lead Contract Program Monitor

LWO PAYROLL CORRECTIVE ACTION REQUIRED

													
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CONFIDENTIAL TRANSMITTAL

NO.	
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PAYROLL REPORTING FORM DISCREPANCY REPORT

INSTRUCTIONS: Contractor shall immediately acknowledge receipt of transmittal. County Contact named in FROM Section must receive contractor's written response to identified discrepancy no later than date indicated below.

Date Submitted to Contractor:		Response Required from Contractor No Later Than:										
TO (Contractor):		· · · · · · · · · · · · · · · · · · ·	Contract No.:									
Mode of Transmittal (check one a FAX (insert number), US Mail (insert address) or	and complete required info)	this box	Contractor's Acknowledgement of Receipt — Complete this box and immediately FAX to County Contact named in FROM Section below									
☐ Hand Delivery (by):		Receive	Received By:									
I manu belivery (by).		Date Re	Date Rec'd:									
FROM (County Contact):	FROM (County Contact):											
DEPARTMENT CONTRACT COMPLIANCE SEC	Telephone No.:		FAX No.:	· :								
SUBJECT: DISCREPANCY I	N PAYROLL PERIOD E	NDING										
• Discrepancy has been identified in the above Payroll Period for the following employee(s). Contractor shall write response to discrepancy in area provided below (use Comments Section on page 2 or addition sheet if needed). Cross-reference Discrepancy ID Number (D.R. ID #) identified in column 1 below with list on page 2. For specific detail, refer to your copy of the employee's documents/reports named in the corresponding discrepancy description on page 2:												
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* See page 2 for Discrepa	ncy ID Nos. list/expla	nations										
Contractor shall complete Atta on this page prior to returning	achments and Signature S	 1	Response completed by Contr	actor's responsible agent								
Attachments - pages in a NO YES, number of al		·	Signature	Date								

PAYROLL REPORTING FORM DISCREPANCY – PAGE 2

- Cross-reference Discrepancy ID Numbers (D.R. ID #) identified on page 1 with list below. For specific detail, refer to
 your copy of the employee's documents/reports named in the corresponding discrepancy description below:
- 1) Payroll Statement of Compliance not complete or not attached to Payroll Reporting Forms.
- 2) Payroll Reporting Form reporting period is not continuous from last reporting period ending date.
- 3) Employee listed on Payroll Reporting Form has **not been reported as a contractor/ISD approved subcontractor employee** on an Employee Roster and/or an Employee Roster Change Notice.
- 4) Employee **Social Security number** listed on Employee Payroll Certification does not agree with number listed on Employee Roster and/or Employee Roster Change Notice.
- 5) Employee **work schedule** (hours worked), as recorded on Payroll Reporting Form, does not correspond to statements on the employee's Employee/Employee Agreement and/or Employee Roster and/or Change Notice.
- 6) **Retention employee**, still within first 90-days of contract employment, is not reflected on Payroll Reporting Form nor has written reason of termination been received.
- 7) Rate of pay and/or classification recorded on Payroll Reporting Form does not correspond to rate of pay and/or classification reported on Employee Roster and/or Employee Roster Change Notice.
- 8) **Employee paid health deduction**, as recorded on the Payroll Reporting Form, does not correspond to rate recorded on Employee Roster.
- 9) Based on Payroll Reporting Form, appears employee was not paid for overtime hours worked.

10) Other:

•	Comments/Response:					·		
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LIVING WAGE ORDINANCE CONTRACT WORKER SURVEY

	FIDENTIAL	<u>.</u>				SURVEY	DAIL:			
Cont	ractor:		Service Type							
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Surv	eyor Name:		Title			Phone	No · (1		
	rvisor:			ne No.	-/)	1	ISD Serv	/		
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				MEILE		/1 V	B #: 4.11 -			
	orker Name:	Last		First			Middle State			
Hor	ne Address:	Street Address		City				Zip		
Hom	e Phone No:	()		1	Social Sec.	#:	1	1		
ID BA	NDGE: ISD:	Yes	No Backgr	ound C	hecked:	Work/Su	rvey Loca	tion:		
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3.	How are you p	aid for overtime h	ours worked?	4.	Have you	ever been	paid in ca	sh for regular or		
0.		ne half times regula		"		hours wor				
	☐ Regular		p)	1	☐Ye					
		(Straight or One ar	nd one half times	١ - ١	□ No					
		t work overtime	ia ono nan amioo	If Yes, explain						
		vertime but is not p	aid (Explain)		11 100, 02	<u></u>		· · · · · · · · · · · · · · · · · · ·		
5.		health care bene		6.	Does you	r employe	r pay for .lı	rv Duty		
· J.		ledical card with wo		0.	6. Does your employer pay for Jury Duty Service?					
		iodiodi odi di mili m	∏ No	-	Service ?					
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	☐ Not sure) •		No						
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7.	Does your emp	oloyer ever: (Exp	lain anv "ves" a	nswers	on back of fo	orm)				
•		give money back af					F] Yes □ No		
		r regular and overti			hecks?	,	F	Yes ☐ No		
		th any checks paya					ř	Yes □ No		
8.	Do you get two	10-15 minute break	s - one in the mo	rning ar	nd one in the	afternoon th	at is paid fo			
~ .	company?	☐ Ye						, , -		
9.		nch period of 30 mi		? 🔲	Yes ☐ No	Paid fo	r: 🗌 Yes	□ No		
10.		employer know who								
10.	Tion dood your		at in no you aim o							
11.	le there any othe	er information you v	vould like to shar	·e						
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			ub Reviewed	Date:						
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Forwarded to CCS: Survey Form Check Stub Date_____ Signature_